Subject: Great Yarmouth Transport Strategy

- Report to:Executive Leadership Team13 November 2019Economic Development Committee18 November 2019
- Report by: David Glason Director of Development Tom McCabe – Executive Director of Community & Environmental Services (NCC)

### SUBJECT MATTER

This progress report updates Members on the adoption of the Great Yarmouth Transport Strategy – previously reported to Economic Development Committee on 15 July 2019.

The Great Yarmouth Transport and Infrastructure Joint Member Steering Group formally supported the proposal to develop a Great Yarmouth Transport Strategy at their meeting on 6 March 2018. The work is being carried out by WSP, steered and guided by Norfolk County Council and Great Yarmouth Borough Council.

This report sets out the final stage of the development of a Transport Strategy for Great Yarmouth, describing the activities carried out by way of stakeholder and public consultation. This has culminated in the Steering Group endorsing the Strategy on 30 October 2019.

### RECOMMENDATIONS

Members are recommended to:

- 1. Endorse the outcome of the consultation and agree to the changes to the draft Stage 3: Strategy Report set out in Appendix A
- 2. Endorse the Transport Strategy, subject to the completion of a Strategic Environmental Assessment. Should this materially affect the Strategy, changes would need to be returned to and agreed by the Great Yarmouth Transport & Infrastructure Member Steering Group.
- 3. Endorse the Great Yarmouth Transport Strategy for adoption through:
  - i. Norfolk County Council Transport & Infrastructure Select Committee on 29 January 2020; and,
  - ii. Norfolk County Council Cabinet on 3 February 2020.

### 1. EXECUTIVE SUMMARY

1.1 This reports sets out the work on the final stage of developing the Great Yarmouth Transport Strategy. It describes recent progress and the Borough and County Council members approval process.

### 2. BACKGROUND

2.1 At the Great Yarmouth Transport and Infrastructure Steering Group meeting on 6 March 2018, Members considered the brief for the development of a Transport Strategy for Great Yarmouth and agreed to support that work. A summary of the overall process is:

- Analysis of the current and future transport problems and issues
- Development of possible transport options identified by both Great Yarmouth Borough Council and Norfolk County Council to address the issues
- Use of Department for Transport (DfT) Early Appraisal Sifting Tool to assess possible transport schemes
- Appraisal of transport schemes in development using a variety of existing modelling tools
- Stakeholder consultation/workshop and identification of a preferred strategy for GYBC and NCC to pursue

2.2 Work on developing the Great Yarmouth Transport Strategy (GYTS) is being progressed by WSP who are the consultant partner of Norfolk County Council (NCC). The work is funded by a bid to the Norfolk Business Rate Pool fund and Norfolk County Council. Although the contract is between NCC and WSP, they are being steered and managed jointly by NCC and Great Yarmouth Borough Council. To this end, monthly meetings are held with all parties represented.

### 3. SUMMARY OF PROGRESS

3.1 Analysis of the current and future transport problems has been completed and published in the **Stage 1: Issues and Opportunities Report.** This was circulated to Members and stakeholders on 7 December 2018.

3.2 This analysis work included evidence gathering which built on work previously carried out to determine sustainable transport schemes using the funding allocated from the New Anglia Local Enterprise Partnership (NALEP) Local Growth Fund (LGF). The key activities carried out are listed below:

- Audit of transport network including site visits
- Stakeholder presentation and workshop on 14 June 2018
- Consideration of stakeholder and Members views
- Engagement with the Great Yarmouth Third River Crossing Team
- Preparation of current and future transport problems and issues report

3.3 At the stakeholder workshop on 14 June 2018 a vision and set of objectives for the Great Yarmouth Transport Strategy were proposed. These were then agreed taking account of comments made by Members and stakeholder responders.

3.4 Consideration of the analysis of the current and future transport problems and issues, including stakeholder feedback enabled a **Long List** of possible transport schemes and measures to be drawn up to be further considered and appraised. This was circulated

to Members, including those on the Economic Development Committee, for comments and finalisation on 8 October 2018.

3.5 The schemes on the **Long List** were assessed and appraised using a multi staged process and with reference to the agreed Vision and Objectives of the Great Yarmouth Transport Strategy.

3.6 Members of the Great Yarmouth Transport & Infrastructure Steering Group (5 February 2019) and Great Yarmouth Economic Development Committee (18 February 2019) endorsed the executive summary of the appraisal process that was undertaken. This executive summary included the proposed short, medium and long-term package of transport measures.

3.7 Work continued to finalise the appraisal material into the **Stage 2: Options Appraisal Report** and in parallel, a working draft of the **Stage 3: Strategy Report** was prepared which provided a narrative on the overall process, and described a Strategy for the town based on the evidence gathered, the agreed vision and objectives, and executive summary outlining the short, medium and long-term transport schemes that could be pursued for the benefit of the town.

3.8 Both Reports were subsequently circulated and endorsed by Members of the Great Yarmouth Transport & Infrastructure Steering Group (20 June 2019) and Great Yarmouth Economic Development Committee (15 July 2019).

3.9 On 20<sup>th</sup> June 2019 Members of the Great Yarmouth Transport & Infrastructure Steering Group also expressed a preference for having a Stakeholder Event in addition to a four-week public consultation to consult on the draft **Stage 3: Strategy Report.** 

3.10 Stakeholders were notified of the event and public consultation and sent a copy of the draft **Stage 3: Strategy Report**. This enabled them to review the material in advance of the stakeholder event which took place on 16 September 2019 at Great Yarmouth Town Hall. This event and presentation was effectively the launch of the public consultation which ran until 11 October 2019.

3.11 The public consultation material was made available on Norfolk County Council's website throughout the consultation period where there was the ability to submit responses using an online questionnaire. Consultation exhibition boards were made available at the Great Yarmouth Town Hall foyer between 16 September and 30 September 2019 before being moved to Gorleston Library until the consultation closed on 11 October 2019. The public consultation was staffed at the following times:

- Friday 20 September Great Yarmouth Town Hall (1pm to 7pm)
- Tuesday 1 October Gorleston Library (1pm to 7pm)

Paper copies of the questionnaire were available at the Stakeholder Event and at the public exhibitions.

3.13 In total there were 30 questionnaire responses received and 11 people attended the public consultation at Great Yarmouth Town Hall (20 September) and a further 11 attended the consultation event at Gorleston Library (1 October). Four written responses were also received from:

- Sustrans
- Historic England
- Broads Authority
- Centre 81

Although this response rate is low it has been fairly consistent with other transport related consultations recently undertaken in Great Yarmouth.

### 4. OUTCOME OF CONSULTATION

4.1 The consultation responses have been analysed and summarised in Appendix A to this report. In brief, of the questions answered:

- 92% agreed with the objective for the Transport Strategy
- 84% agreed we had correctly identified the highway issues
- 84% agreed we had identified where traffic is held up in delay
- 84% agreed we had correctly identified the public transport issues
- 65% agreed we correctly identified the cycling issues
- 83% agreed with the balance of types of schemes in the Transport Strategy

4.2 On 17 October 2019 the Officer Working Group steering the Great Yarmouth Transport Strategy met to discuss the public consultation responses and feedback and decide what action may need to be taken. It was concluded that none of the comments and feedback indicated a need to significantly change or amend the draft Stage 3: Strategy Report.

4.3 Notwithstanding, in response to the combined feedback, it was felt that some minor changes to wording of the draft Stage 3: Strategy Report, and references to other reports, would be helpful amendments. A full list of the proposed amendments to the draft Stage 3: Strategy Report is included within Section 3 of Appendix A, attached to this report.

4.4 On 30<sup>th</sup> October 2019, Members of the Great Yarmouth Transport & Infrastructure Steering Group were presented with the summary of consultation responses, and endorsed the proposed amendments included within Appendix A, attached to this report.

### 5. NEXT STEPS

5.1 With the endorsement of the Great Yarmouth Economic Development Committee, the Officer Working Group will prepare a revised version of the Stage 3: Strategy Report for consideration and final adoption by:

- Norfolk County Council's Transport & Infrastructure Select Committee (29 January 2020)
- Norfolk County Council's Cabinet (3 February 2020).

- 6. FINANCIAL IMPLICATIONS None.
- 7. RISK IMPLICATIONS None.
- 8. RECOMMENDATIONS Members are recommended to:
  - 1. Endorse the outcome of the consultation and agree to the changes to the draft Stage 3: Strategy Report set out in Appendix A
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### 9. ATTACHMENTS

- 1. GYTS Summary of Consultation Feedback
- 2. Great Yarmouth Transport Strategy

Areas of consideration: e.g. does this report raise any of the following issues and if so how
have these been considered/mitigated?

Area for consideration	Comment
Monitoring Officer Consultation:	via Executive Leadership Team
Section 151 Officer Consultation:	via Executive Leadership Team
Existing Council Policies:	Corporate Plan
	Great Yarmouth Local Plan Core Strategy
Financial Implications:	None
Legal Implications (including	None
human rights):	
Risk Implications:	None

Equality Issues/EQIA assessment:	None
Crime & Disorder:	None
Every Child Matters:	None



GYTS Consultation Feedback Summary			
DATE:	21 October 2019	CONFIDENTIALITY:	Public
SUBJECT:	Summary of Public & Stakeholder Consultation Feeback		
PROJECT:	Great Yarmouth Transport Strategy	AUTHOR:	EWS

### **1. PUBLIC CONSULTATION FEEBACK**

This section summarises the results of the public consultation questionnaire. In total 30 responses were received; however not all questions were answered by each respondent.

### 1.1 Objectives of the Transport Strategy



### Why did you say that?

Disagree or Strongly Disagree

The objectives appear to ignore the needs of the private motorist.

Large car parks should be installed to encourage motorists to enter the city centre and reduce the decline in shops on the high street.

### Why did you say that? All other responses

More attention should be paid to the approach from the south west.

Better bus services need in rural areas.

Too much emphasis on cycling and walking.

Measures need to make it safer for cyclists and pedestrians e.g. Improved infrastructure.

More focus towards sustainable transport.

It is often cheaper, and quicker, to use a car than bus or train.

Improved train reliability is needed.

Roads need better maintenance and congestion needs to be tackled.



# GYTS Consultation Feedback SummaryDATE:21 October 2019CONFIDENTIALITY:PublicSUBJECT:Summary of Public & Stakeholder Consultation FeebackPROJECT:Great Yarmouth Transport StrategyAUTHOR:EWS

Why did you say that?

All other responses

Objectives need to consider the environmental aspects of the necessary disruption to ecology.

### **1.2 Identification of Highway Network Issues**



### What have we missed? Disagree and Strongly Disagree

A bus stop at Vauxhall Railway Station for the Excel X1 service to Norwich.

Southtown Station could still have served Norwich; if Vauxhall Station had been closed, access by road into Great Yarmouth would have been greatly improved.

The traffic at Gapton is not just an issue during peak times, this needs to be tackled.

#### What have we missed? All other responses

The need to modernise Haven Bridge.

Acle Straight needs cycle lanes as well as dualling.

Vauxhall Roundabout remodelling to take account of the alignments required to accommodate A47 Acle Straight Dualling and improved access arrangements for the Vauxhall Holiday Park.

Many companies have moved out of Great Yarmouth due to lack of roads from the port and beyond.

Issues with Southtown Road, especially congestion.

Rerouting of buses to reduce congestion e.g. X1.



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### **1.3 Identification Traffic Delay Issues**



### What have we missed? Disagree and Strongly Disagree

The traffic signal phasing at the junction of Southtown Road/ Tollgate Rd/ Silvertons Aggregates - lights are working against the flow of traffic, sometimes only allowing three to four cars to proceed along Southtown Road before the lights change to red.

### What have we missed? All other responses

No grid marking at roundabouts.

Drivers are making far too many short journeys.

Improvements needed to Vauxhall Roundabout.

Traffic delays could be eased by re-routing some X1 buses to the edge of town areas.

Designate clear ways for key routes like Howard Street North / The Conge / Temple Road / Alexandra Road.

Making the crossroads safer at Belton.

A review of the speed limit on the new relief road.

The visibility at Gapton Retail Park junction to turn right to Bradwell is dangerous.



GYTS Consultation Feedback Summary			
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### **1.4 Identification of Public Transport Issues**



### What have we missed? Disagree or Strongly Disagree

Hemsby has good transport infrastructure, such as frequent and punctual bus services.

The coach station location is ideal as a large number of users are arriving seeking access to the seafront rather than the town centre.

The private motorist is being ignored.

### What have we missed?

All other responses

A shuttle bus between the rail station would be expensive, and poorly used. An existing bus that is re-routed (e.g. 9 Service) would be beneficial.

Case needed for direct, longer-distance rail services to areas further afield.

Thought should be given to electric vehicles.

Increased bus services for Caister-on-Sea.

A bus link that travels to the train station, market and sea front would be beneficial.

Crossing facility needed from the Vauxhall Holiday Park to the Town Centre.

A seasonal bus service with increased frequency in the summer e.g. X1 or X11.

A summer bus service from Hemsby beach to Norwich via the rail station to join the X1 & X11 at a good frequency.

Improve the bus service from Seashore Holiday Park to rail station.

Introduction of a Park & Ride once the GYTRC is complete



# GYTS Consultation Feedback Summary

 DATE:
 21 October 2019
 CONFIDENTIALITY:
 Public

 SUBJECT:
 Summary of Public & Stakeholder Consultation Feeback
 PROJECT:
 Great Yarmouth Transport Strategy
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 EWS

### What have we missed? All other responses

Reduction in the cost of bus travel.

A bus service linking Lothingland villages to Haddiscoe train station would be useful.

Rail service is poor.

Sending 4 of the X1 buses through Filby, Stocksby, Runham and Fleggburgh will give a good bus service to a large part of the rural area.



GYTS Consultation Feedback Summary			
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PROJECT:	Great Yarmouth Transport Strategy	AUTHOR:	EWS

### 1.5 Identification of Cycling Issues



#### What have we missed? Disagree or Strongly Disagree

Too much attention towards such a minority group.

The cycle track that runs alongside the A47 past the James Paget Hospital, along the A47 dual carriageway and leaves the dual carriageway to come into Hopton needs better maintenance.

There is a non-made up road extension for walkers/cyclists on Warren Rd which runs alongside Gorleston Golf Club as a link route between Gorleston and Hopton needs better maintenance

No cycle route between Great Yarmouth and Norwich.

Very limited capacity for cycles on rail routes.

A cycle way running separately alongside the A47 Acle New Road would be advantageous for all users.

### What have we missed? All other responses

. Investment needed in LED lighting to improve reliability of lighting in the Rows and key pedestrian and cycling routes.

Lighting, cameras and clean up needed on many thoroughfares in Yarmouth town centre, King Street, seafront areas, St Peters area etc. It does not feel safe.

A traffic crossing between Acle New Road, Vauxhall Holiday Park roundabout.

Signage and monitoring need to deter cyclists from using pedestrian footpaths.

The cyclist give-ways from the Co-op to Gapton Hall need improvements for safety.



# GYTS Consultation Feedback Summary DATE: 21 October 2019 CONFIDENTIALITY: Public

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### 1.6 Feeback on Short-Term Options

Is there anything you would like to tell us at this stage about any of these short-term options?

At the junction of Burnet Road / Beccles Road a pedestrian crossing is needed.

On Beccles Road / Green Lane junction, a pedestrian crossing is needed.

Speed cameras on Beccles Road.

Request to arrange a meeting with Borough Councillor Carl Annison (Mob: 07522130366) regarding Highways issues.

Bus stop improvements in Caister-on-Sea

Parking provisions deserve some more attention.

Improvements to bus service from Seashore Holiday Park to rail station.

Over emphasis on public transport / cycling / walking. More thought needed towards the private motorist.

SL13 is an important project – to get traffic in and out of Lidl and B&M in Southtown directly from the Pasteur Road. This should take pressure off the Station Road and Matalan junctions on the key Southtown Road artery.

Important to achieve the re-opening of the Thamesfield Way through to Suffolk Road / Boundary Road to relieve congestion at the Gapton and Tesco roundabouts on Pasteur Road.

SS1 - is a very high need as previously mentioned. Better bus services should influence the award of bus contracts.

The rural villages need access to the hospital via X1 bus and this would cut the requirements of Hospital transport.

SS1 needs to address the increased provision of train carriages at peak times.

SS2 needs to address how passengers are informed when buses are delayed or cancelled.



# GYTS Consultation Feedback SummaryDATE:21 October 2019CONFIDENTIALITY:PublicSUBJECT:Summary of Public & Stakeholder Consultation FeebackPROJECT:Great Yarmouth Transport StrategyAUTHOR:EWS

### 1.7 Feedback on Medium-Term Options

Is there anything you would like to tell us at this stage about any of these medium-term options?

Develop a resident & business permit parking zone in the Town Centre area.

There needs to be a common approach between NCC and GYBC to parking charges and times of operation within the Yarmouth "core" CPE area - Seafront and Town Centre - between Sandown Road/Kitchener Road and Kings Road/Queens Road.

MS7 – Needs to include bus links to Gorleston.

ML10 - Concerns regarding the shuttle bus service.

Projects such as dualling the A47, resolving issues with trains and buses and the Third River Crossing, take precedence over projects for cycling and walking.

ML6 – The cycle path from Caister-on-Sea Tesco to Jellico Road is currently in such a poor state most cyclists use the road.

Concerns raised regarding the cost of the projects.

The vast majority of the schemes are for cyclists / pedestrians / public transport – the private motorist should be given equal thought.

There will be great environmental impact caused by the A47 Acle Straight, and the associated flooding issues. Further route options should be considered.

Possibility to dual all the A47 to link with the A15 at Peterborough, and with an extended M11 from Cambridge to the Humber Bridge.

### 1.8 Feebdack on Long-Term Options

Is there anything you would like to tell us at this stage about any of these long-term options?

Concerns around the value for money from the schemes.

LL14 – is an urgent project.

Investment needed to improve the rolling stock to Great Yarmouth.

Improved signage of motorcycle parking areas in the Town Centre and Yarmouth Seafront.

Too much funding is spent in Great Yarmouth, which is out of proportion with other places in the County.



GYTS Consultation Feedback Summary			
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### 1.9 Balance of Schemes in the Draft Strategy



Why did you say that? Disagree or Strongly Disagree

More projects are needed that are aimed towards the private motorist.

## Why did you say that? All other responses More focus needed towards the larger projects.

More projects needed for cyclists.



## GYTS Consultation Feedback Summary

DATE:	21 October 2019	CONFIDENTIALITY:	Public
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PROJECT:	Great Yarmouth Transport Strategy	AUTHOR:	EWS

### 1.10 Is there anything else you want to tell us?

### Is there anything else you want to tell us?

Any approach needs to be holistic and consider how changes will impact other transport issues and proposals.

More services like that of Centre 81 Door to Door for those who have disabilities are needed.

Access to Harfreys should be a priority for cyclists / pedestrians and also buses.

Buses to Gorleston seafront at the weekends could be more frequent.

More of a focus needed on walking, cycling and public transport.

The bus station needs urgent improvement to improve safety for users e.g. lighting.

The dualling of the A47 Acle Straight needs to be a priority.

The A47 in Brundall needs to be completed to improve access.

Improved train frequency and reliability.

Why not consider major schemes e.g. flyover or bypass of Gapton estate, park and ride for town centre, overhaul lighting and cameras in town centre.

Thought should be given on how to reduce on-street parking for new residential dwellings.

Reduction in car parking charges for key attractions.

Paid car parking facilities for areas outside of Great Yarmouth e.g. Gorleston.



# GYTS Consultation Feedback SummaryDATE:21 October 2019CONFIDENTIALITY:PublicSUBJECT:Summary of Public & Stakeholder Consultation FeebackPROJECT:Great Yarmouth Transport StrategyAUTHOR:EWS

### 2. STAKEHOLDER FEEBACK

This section summarises the written responses received from Stakeholders on the Great Yarmouth Transport Strategy.

### 2.1 Broads Authority

### Comments

Key destinations travelled to by the local community are not mentioned.

Accident data should be set out more clearly to explain the severity of accidents and what forms a cluster.

The Broads Authority Local Plan should be mentioned in the document.

The solutions should be set out to have the sustainable modes at a more prominent position, such that they are above cars.

Possibility to retrofit travel plans for businesses and communities already in place.

There should be a distinction between the actions that are for further study or actual on-site projects.

Would the induction loops pick up cyclists at junctions, if not, this could lead to cyclists feeling ignored?

Evidence needs to be provided that increasing capacity at junctions will promote modal shift.

The Broads Authority needs to be highlighted as a key stakeholder within the document.

Work is needed to look at the measures to address potential conflict between modes, such as community education.

Community projects set up to address speeding.

There is no mention of police enforcement of traffic laws.

Changing the way tourists travel to Great Yarmouth would have a real impact on greenhouse gas reduction and congestion.

Not much mention of travel by boat / ship – This should be considered as all could have a positive impact upon the town, or impacts upon the transport network, in particular cruise ship passengers.

Better pedestrian and cycling links from the Broads to key attractions and services.

### 2.2 CENTRE 81

### Comments

There is no a commitment to promote social inclusion by improving access to jobs and services, yet Centre 81 is not recognised in the document.

The document should recognise the Centre's contribution in future iterations of the strategy.



# GYTS Consultation Feedback Summary DATE: 21 October 2019 CONFIDENTIALITY: Public SUBJECT: Summary of Public & Stakeholder Consultation Feeback

**PROJECT:** Great Yarmouth Transport Strategy **AUTHOR:** EWS

### 2.3 SUSTRANS

### Comments

The strategy showed no record of the scheme that Sustrans produced in 2019 for Norfolk CC, WSP and Great Yarmouth BC as part of the LEP funding.

There are no cycle routes shown for: a link to Caister (north of the Sea Front), a link to Bure Park, a quietway north and south and a route in South Denes.

The following reports should be cross-referenced in the report:

- 11945 South Denes
   11944 North dones
- 11944 North denes
- 11775 Sign Schedule Caister, Gt Yarmouth, Gorleston, Belton, Burgh Castle
- 11746 Quietway from Market Place to Jellicoe Road; Caister Road improvements; and options for Bure park and Northgate Street

### 2.4 HISTORIC ENGLAND

### Comments

The production of the Transport Strategy is well-timed to co-inside with the High Street Heritage Action Zone.

Access to the historic core of the town by pedestrians and cyclists should be ensured.

There should be increased accessibility from the north, the railway station and from the bus station.

Pleased to see the addition of options SL21, SL24 and ML4

Any improvements adjacent to the High Street Heritage Action Zone, including the A47/A12 Corridor improvements, should be sensitively designed.



# GYTS Consultation Feedback Summary

DATE:	21 October 2019	CONFIDENTIALITY:	Public
SUBJECT:	Summary of Public & Stakeholder Consu	Itation Feeback	
PROJECT:	Great Yarmouth Transport Strategy	AUTHOR:	EWS

## 3. PROPOSED CHANGES TO GREAT YARMOUTH TRANSPORT STRATEGY IN RESPONSE TO CONSULTATION FEEDBACK

This section summarises the proposed changes to the Draft Great Yarmouth Transport Strategy for Consultation in response to feedback received durring consultation.

### 3.1 Proposed Changes

- Understanding the Local Economy Paragraph 3.1.20: Tourism will be identified as major economic driver in Great Yarmouth.
- Current Local Transport Provision Paragraph 3.3.14: A description of the role of community transport schemes in Great Yarmouth, such as Centre 81, will be added.
- Current Local Transport Provision Highway Issues Network Map: A definition of "accident cluster" will be added.
- Option SC8 Improve amenity for passengers travelling on the Wherry Line: The description will be updated to note that the rolling stock upgrade has commenced.
- Section 6 Short, medium and long-term options tables: The header "Stakeholder" will be renamed "Key Stakeholder".
- Option MS1 A47 Acle Straight Dualling: The Broads Authority will be identified as a key stakeholder.
- Option MA3 Work with dock less cycle operators to introduce a cycle hire scheme in Great Yarmouth: The option's description will be updated to make reference to self powered and electric bicycles.
- Area Wide Cycle Improvement Options: The area wide cycle improvement options (e.g. Option ML6) will be updated to include a reference to the SUSTRANS study undertaken in Great Yarmouth and the cycle routes identified as a part of this work.
- Next Steps Paragraphs 7.2.1 and 7.5.2: The Broads Authority will be identified as a key stakeholder.